

DEPARTMENTS OF LABOR, AND HEALTH, EDUCATION,  
AND WELFARE, AND RELATED AGENCIES APPROPRI-  
ATION BILL, 1959

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MARCH 25, 1958.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

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Mr. FOGARTY, from the Committee on Appropriations, submitted the  
following

R E P O R T

[To accompany H. R. 11645]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Departments of Labor, and Health, Education, and Welfare, the National Labor Relations Board, the National Mediation Board including the National Railroad Adjustment Board, the Railroad Retirement Board, the Federal Mediation and Conciliation Service, the Interstate Commission on the Potomac River Basin, and the United States Soldiers' Home.

The budget estimates forming the primary bases of consideration by the Committee will be found in the budget for 1959 on the following pages:

	<i>Pages</i>
Department of Labor.....	725 to 744, inclusive
Department of Health, Education, and Welfare.....	561 to 622, "
National Labor Relations Board.....	166 to 167, "
National Mediation Board.....	167 to 168, "
Railroad Retirement Board.....	171 to 172, "
Federal Mediation and Conciliation Service.....	152
Interstate Commission on the Potomac River Basin.....	161
United States Soldiers' Home.....	545

The Committee also considered the budget amendment contained in House Document No. 354.

## 2 LABOR-HEALTH, EDUCATION, WELFARE APPROPRIATIONS

The detailed tabulation at the end of this report reflects each amount included in the bill for 1959, the corresponding budget estimate, and amount available for the fiscal year 1958 with appropriate comparisons.

### SUMMARY OF ESTIMATES AND APPROPRIATIONS

The following table compares, on a summary basis, the appropriations for 1958, the requests for 1959, and the amounts carried in the bill:

Department or agency	Appropriations, 1958	Budget estimates, 1959	Bill for 1959	Bill for 1959 compared with—	
				Appropriations, 1958	Budget estimates, 1959
Department of Labor.....	\$430,217,600	\$408,032,600	\$382,446,800	—\$47,770,800	—\$25,585,800
Department of Health, Education, and Welfare.....	2,732,914,381	2,550,724,581	2,565,080,581	—167,833,800	+14,356,000
National Labor Relations Board.....	9,384,800	9,985,000	9,384,800	-----	—600,200
National Mediation Board.....	1,295,000	1,295,000	1,295,000	-----	-----
Railroad Retirement Board.....	(8,150,000)	(8,450,000)	(8,450,000)	(+300,000)	(-----)
National Mediation and Conciliation Service.....	3,550,000	3,695,000	3,650,000	+100,000	—45,000
Interstate Commission on the Potomac River Basin.....	5,000	5,000	5,000	-----	-----
U. S. Soldiers' Home.....	(4,750,000)	(5,178,000)	(5,256,000)	(+506,000)	(+78,000)
Total.....	3,177,366,781	2,973,737,181	2,961,862,181	—215,504,600	—11,875,000

### UNCONTROLLABLE APPROPRIATIONS

There are several items in the bill for which appropriations are not subject to control through appropriation acts due to the fact that the basic legislative authority establishes mathematical formulas which leave no administrative discretion in determining the amount of funds to be expended. While these appropriation items are few in number the amount requested and included in the bill for them represents approximately two-thirds of the total carried in the bill.

The large items among those referred to above are shown in the following table:

Item	Request for 1959	Carried in the bill
Unemployment compensation for veterans.....	\$19,000,000	\$19,000,000
Unemployment compensation for Federal employees.....	27,800,000	27,800,000
Grants to States for public assistance.....	1,806,400,000	1,806,400,000
Total.....	1,853,200,000	1,853,200,000

### EFFECT OF UNEMPLOYMENT

Unemployment has a strong and direct influence on the need for appropriations carried in this bill. The effect on those listed in the above table is obvious, but it is not limited to them. It extends also to such appropriations as grants to States for administering the unemployment insurance programs, administering the minimum wage laws, and the veterans reemployment rights program to mention a few.

Last year the Committee made some reductions in the requests for some of these appropriations. These reductions were made on the basis of the then current rates of expenditure and reasonable prospects

for the future. Because of the high rate of unemployment and general economic conditions these cuts, and over \$100 million in addition, have already been restored by way of supplemental appropriations requested by the administration and passed by Congress earlier this session.

The President's Budget was prepared last fall. It is certainly not taking a pessimistic or alarmist's view of our economy to say that the economic outlook for next fiscal year is not as good now as it was then.

Two concrete examples of how far some of the estimates in the President's Budget are from reality are the estimates of supplemental needs in 1958 for unemployment compensation of veterans and former Federal employees. The Budget estimated the needs to be \$8 million for unemployed veterans and \$14.5 million for unemployed former Federal employees. On the basis of a reevaluation of needs early in January, the estimates the President submitted to Congress on January 22 were increased to \$25 million and \$18.4 million, respectively. Nor has the situation improved since January; in fact, the contrary is true. In January, officials of the Department of Labor told the Committee that insured unemployment was estimated to reach a peak of 2.9 million and start declining by the middle of February. The facts are that insured unemployment did not even level off until the week ending March 8, when there were over 3.2 million and the number would have been still higher except that large numbers of unemployed had exhausted their benefits.

In spite of all this the administration has failed to make any revision of their original estimates to bring them more in line with current realities, with the single exception of the hospital construction program. The Secretaries of the two Departments were invited during hearings on this bill and subsequently by letter from the Subcommittee Chairman to submit their suggestions for revision of these requests. Both Secretaries admitted that some of their requests were likely too low but, as Secretary Folsom phrased it, "To avoid a series of amended estimates we believe it wiser to defer submission of budget revisions until we have a better basis for projecting requirements."

In view of the facts set forth above there was little room for reductions in the budget presented to the Committee, in fact, the Committee has, for all practical purposes, been informed by both Departments that their requests will have to be revised upward because of current economic conditions and the outlook for the future. Why both Departments refuse to present up-to-date estimates at this time is difficult to understand. In any case the Congress should be on notice that supplemental requests will undoubtedly be forthcoming.

#### QUESTIONABLE BUDGET PRACTICES

The workings of the Bureau of the Budget are strange and devious, and sometimes rather amusing. A few instances are set forth as examples.

On page 561 of the Budget, the leadoff sentence for the Department of Health, Education, and Welfare chapter is as follows:

The budget recommends new obligatory authority totaling \$2,793 million for the Department of Health,

Education, and Welfare for 1959, a decrease of \$76 million from 1958 \* \* \*.

When Secretary Folsom appeared before the Committee he pointed out that the 1959 budget is about \$50 million over 1958. There appears on pages 13 and 14 and on 382-384 of the hearings an attempt to show how the Bureau of the Budget's bookkeeping can come up with the 1959 budget being a decrease of \$76 million when in actuality, as the Secretary said, it is an increase of some \$50 million.

Another example is in the field of the so-called "reserves for savings." The original apportionment of the 1958 appropriation to the Dental Health Institute was made by the Bureau of the Budget on August 7. This represented a withholding of funds Congress had appropriated and the Department had requested, on July 25, to be apportioned. The Department appealed on August 13 and a revision was made by the Bureau on August 19. Since funds appropriated by Congress were still being withheld, the Department again appealed on August 20. A second revision was made by the Bureau of the Budget the same day. This action was again appealed by the Department on September 13. The Bureau of the Budget revised the apportionment again on September 20.

The final "reserve for savings" was \$1,000 out of an appropriation of \$6,430,000. It would be interesting to know how many thousands of dollars it took to make this "savings".

Another example is brought out on pages 232 and 233 of the Department of Labor hearings where an unrealistic ceiling was placed on what the Bureau of Employees' Compensation was allowed to estimate would be paid to injured Federal employees, just to make the Budget look better.

Why the Bureau of the Budget spends so much time on such things when prompt attention cannot be given to important matters is a complete mystery.

Nor is the Department of Health, Education, and Welfare without blame in this field. The justifications of the Office of Education indicated that they planned to add 11 positions to their international activities in 1958 that were not included in the 1958 budget presented to Congress last year. The Children's Bureau was given funds in their regular appropriation for 1958 for 2 positions for advance planning for the White House Conference on Children and Youth. The 1959 budget contains a request for a separate appropriation for this purpose but no adjustment was made in the regular appropriation, with the result that funds were budgeted for the same purpose under both appropriations. Another example is requests for funds to reduce lapses, or the total savings resulting from unfilled positions, to a "normal" level. In one instance that was checked in detail the Committee found that lapses had been over twice the claimed "normal" level every year for the past 10 years. When questioned about this on one appropriation a statement was furnished for the record showing that every year had "abnormal conditions".

Most of the things enumerated above are petty and involve so little money, comparatively speaking, that it is difficult to attribute them to anything but the functional degeneration, and the general deterioration of personnel morale, that has taken place in the top echelon of the Federal budget organization during the last few years and has to a certain extent permeated the whole budget process.

## DEFENSE MOBILIZATION AND CIVIL DEFENSE ACTIVITIES

For the third time the budget included extensive requests for additional funds for Defense Mobilization and Civil Defense activities as a part of the programs of the Departments of Labor, and Health, Education, and Welfare. Following is an excerpt from the Committee's report on the bill for fiscal year 1956 which was quoted in the Committee's report on the bill for 1958:

The Committee has disapproved all requests from both Departments, for Civil Defense and Defense Mobilization activities. It is the Committee's firm belief that the scattering of the basic program authorities through the Executive Branch and the piecemeal consideration of appropriations for these activities by the Legislative Branch can result only in confusion and waste of public funds. It would appear that the only businesslike way to handle this matter would be for the central agency, charged with the primary responsibility, to prepare and present to the Congress a total, integrated program.

The Committee has not changed its opinion. All such requests have been denied and the Committee will look with extreme disfavor on the diversion, for these purposes, of any funds in the bill.

## TITLE I—DEPARTMENT OF LABOR

## EMPLOYMENT OF THE OLDER WORKER

The Committee noted its dissatisfaction with progress in this program in the report on the bill for 1958, and expressed hope that the so-called action programs which were planned for 1958 would speed up progress in this field. The Committee regrets that it cannot report very much progress having been made. As great as this problem is, it is certainly regrettable that more is not being done. If existing programs and existing legislation cannot accomplish more in this field in the future the Department should certainly come forward with proposals for something new.

## OFFICE OF THE SECRETARY

*Salaries and expenses.*—The bill includes \$1,478,000, a reduction of \$78,000 from the request and a reduction of \$2,000 from the amount appropriated for 1958. The amount allowed will provide for two additional positions in the Office of the Administrative Assistant Secretary, and for four additional positions for international labor affairs.

## OFFICE OF THE SOLICITOR

*Salaries and expenses.*—The bill includes \$2,321,000, an increase of \$200,000 in direct appropriations over both the request and the appropriation for 1958. The increase is occasioned entirely by the fact that a direct appropriation is being made for the work required by the Federal-Aid Highway Act rather than transferring funds for this purpose from the Highway Trust Fund as was done in 1958 and proposed in the budget for 1959. The Committee does not disagree with the

method employed in the past and proposed to be continued in 1959, in fact, the Committee feels that the Highway Program should stand on its own and not be subsidized from the general funds of the Treasury for any of the program's expenses. However, a recent ruling was made that expenditures of this type are not authorized by the basic law. While the Committee does not believe this is the proper way to finance this activity, it has no quarrel with the decision and is, of course, abiding by it.

#### BUREAU OF LABOR STANDARDS

*Salaries and expenses.*—The bill includes \$995,000, a reduction of \$9,000 from the request and an increase of \$10,000 over the amount appropriated for 1958. All of the increase is for the expenses of the President's Committee on National Employ the Physically Handicapped Week.

#### BUREAU OF VETERANS REEMPLOYMENT RIGHTS

*Salaries and expenses.*—The bill includes \$542,000, the amount of the request and the same amount as was appropriated for 1958.

#### BUREAU OF APPRENTICESHIP

*Salaries and expenses.*—The bill includes \$3,600,000, a reduction of \$300,000 from the request and the same amount as was appropriated for 1958. The requested increase was for expansion in the field of training. A similar request was made last year in the budget for 1958. The Committee and subsequently the Congress took similar action on that proposal. Last year in its report, the Committee stated:

Many Members of Congress have expressed concern that this proposed program was getting into the field of vocational education. The Committee has, therefore, deferred the possible extension of the program until it has more conclusive evidence of whether or not this concern is well founded.

The Committee has reason to believe that the people concerned are much more nearly in agreement than was the case a year ago. It is still obvious, however, that all the differences have not yet been resolved. The Committee is convinced that there is a great need for more and better training activities and is encouraged by the progress that has been made in working out a mutually satisfactory and integrated program in the broad field of vocational education and training. But to start this proposed program while there are still disagreements might easily do more harm than good in the long run.

#### BUREAU OF EMPLOYMENT SECURITY

*Salaries and expenses.*—The bill includes \$125,600 as a direct appropriation and \$6,093,400 as a transfer from the unemployment trust fund. This compares with the request for \$125,600 as a direct appropriation and \$6,174,400 as a transfer; and an appropriation for 1958 of \$125,600 as a direct appropriation and a transfer of \$5,832,400. The reduction of \$81,000 represents the request for Civil Defense

activities. The increase of \$261,000 over the 1958 appropriation includes \$20,800 for the Veterans Employment Service.

*Grants to States for unemployment compensation and employment service administration.*—The bill includes \$305,000,000, a reduction of \$24,300,000 from the request and an increase of \$12,186,000 over the amount appropriated for 1958. The budget was based on the assumption that insured unemployment in 1959 would average about 2 million per week. This assumption now appears to be quite unrealistic. The Committee attempted both during the hearings and through a written request to the Secretary after the hearings, to secure a better estimate on this and other programs in the Department. Inasmuch as the Committee has not been able to secure the current estimates, the Committee action is based on the same economic assumptions as were used by the Department in the preparation of the request. It thus almost goes without saying that a supplemental request will be necessary and the Committee will give consideration to it using as a base the difference between an average of 2 million of insured unemployment per week and the new estimate.

The amount allowed includes approximately \$1 million for workload increases in tax collection and wage record activities, an increase of approximately \$500,000 for the counseling function especially in connection with employment of the older workers and handicapped persons; \$10 million for the contingency fund; and other adjustments netting approximately \$500,000.

While the amount recommended in the bill is a substantial reduction from the request, the Committee is satisfied that it will be sufficient to carry out the workload on which it is based. The primary reason for this belief is that the unemployment insurance workload estimated for 1958 and the workload used as a basis for the 1959 request are approximately equal and the amount in the bill is \$2,186,000 in excess of the amount appropriated for the same purposes in 1958. One important factor that the Committee believes was not given sufficient weight in the preparation of the budget, is that the unit costs of handling unemployment claims goes down as the number of claims increases. This is especially true in the hundreds of small offices where, in normal times, there is necessarily a certain amount of stand-by time, with the result that a large percentage increase in unemployment claims can often be efficiently handled with no increase in staff.

The Committee is concerned about the great increases in the cost of this program over the last several years. The appropriations already made for fiscal year 1958 are well over twice the amount appropriated for the program ten years ago. While it is obvious that costs of operations have gone up considerably in the last ten years it would seem that this extensive an increase should prompt an analysis to determine whether there are some factors that have been increasing more than necessary to conduct an effective program. One example of items that the Committee has specially noted is rent of premises, which has been increasing by about ten percent per year. The Committee will expect the Bureau to have an analysis of these factors available in time for hearings on the 1960 budget.

*Unemployment compensation for veterans.*—The bill includes \$19,000,000, the amount of the request and a reduction of \$42,800,000 from the amount appropriated for 1958. While under the law many

veterans will become ineligible for unemployment benefits in 1959, it appears quite certain that the \$19,000,000 figure will prove too low. However, this is another one of the items where the Committee attempted to secure better estimates from the Department but was unable to do so. Inasmuch as payments made under this program are mandatory if veterans meet the requirements of the basic law, there will be no recourse but to supplement this appropriation at a later date if it is too low.

*Unemployment compensation for Federal employees.*—The bill includes \$27,800,000, the amount of the request and a reduction of \$15,600,000 from the amount appropriated for 1958. The same situation prevails with respect to this item as with respect to the item just dealt with above. If the Committee had been able to get from the Department a proper analysis of the needs for the program in view of current conditions there is little doubt that the amount carried in the bill would be larger. Again this is a mandatory item if former Federal employees meet the requirements of the basic law so the amount carried in this bill is not of paramount importance so long as it is sufficient to carry the program until such time as whatever supplemental appropriations are necessary can be provided.

*Compliance activities, Mexican Farm Labor Program.*—When the Labor, and Health, Education and Welfare Appropriation Bill for 1958 was before the House last year it was obvious from the debate that a great many Members felt that if the program were continued at all it should be fully paid for by those growers who receive the benefits of the program. As a further indication of the feeling of the Membership on this appropriation, an amendment to substantially cut it passed the House by 342 to 77 or a margin of over 4 to 1. While logical arguments can be made for the growers bearing the entire cost of this program through the revolving fund into which their fees are paid, it appears to the Committee that the activity for securing compliance with contract provisions should not be so financed. To do so, would be placing the employees who are policing the program in the position of being dependent, upon fees paid by those being policed, for their salaries. The Committee, therefore, recommends a direct appropriation of \$480,600, the amount of the request, for these activities.

*Salaries and expenses, Mexican Farm Labor Program.*—The bill includes authorization to use \$1,550,000 from the revolving fund for all expenses of this program not otherwise provided for. This compares with the request of \$1,769,400. It was testified by Department officials that the original estimate of the number of Mexican farm laborers to be imported was likely too high due to the fact that it had been calculated in November when domestic unemployment was estimated to be at a much lower level in 1959 than now appears probable.

#### BUREAU OF EMPLOYEES' COMPENSATION

*Salaries and expenses.*—The bill includes a direct appropriation of \$2,810,600 and a transfer, from the fund created by section 44 of the Longshoremen's and Harbor Workers' Act, of \$47,400, the same as the request in both instances and \$27,400 less in total than the amount appropriated for 1958.



## BUREAU OF LABOR STATISTICS

*Salaries and expenses.*—The bill includes \$7,332,000, a decrease of \$240,000 from the request and an increase of \$132,000 over the amount appropriated for 1958. The increase includes \$20,000 for printing costs in connection with the 1959 edition of the Occupational Outlook Handbook and \$100,000 for improvement of statistics in the areas of wholesale and retail prices.

The Committee was impressed with testimony it received concerning the need for repricing the "City workers' family budget." This appears to the Committee to be of sufficient importance that it should be accomplished with the funds recommended in the bill.

## WOMEN'S BUREAU

*Salaries and expenses.*—The bill includes \$462,000, the amount of the request and the same amount as was appropriated for 1958.

## WAGE AND HOUR DIVISION

*Salaries and expenses.*—The bill includes \$10,500,000, the amount of the request and a reduction of \$100,000 from the amount appropriated for 1958. The Division conducted a compliance survey during the past year to determine the extent of non-compliance with the minimum wage and hour laws. While this compliance survey did not cover 100 percent of the business establishments covered by the law, it revealed that minimum wage underpayments amounted to approximately \$19 million, and a total of 600,000 employees were underpaid by about \$64,100,000 under the overtime provisions. While the survey indicated that underpayments totaled over \$80 million just in those establishments included in the survey, actual compliance activities found violations totaling \$15,200,000. Thus it is obvious that the Wage and Hour Division is not doing much more than scratch the surface in actually locating violations and, if the results of the survey are valid, the goal of securing compliance is still a long ways off. Both Secretary Mitchell and the Acting Administrator of the Wage and Hour Division assured the Committee that the budget request would enable them to do a good compliance job. The Committee will expect a better report of accomplishments next year than was presented in this year's hearings.

TITLE II—DEPARTMENT OF HEALTH, EDUCATION,  
AND WELFARE

## PROGRAM ON AGING

Some of the most serious problems of the nation are in the field of the aging. These problems are growing larger every year as both the total number and the proportion of our population in the upper age brackets grows. The Department has shown some progress in this field over the last few years, but it has been disappointingly slow and there is some question that progress is even keeping up with the increasing size of the problem. The Committee could not help but note that the budget for the immediate Office of the Secretary has three organizational divisions, and under these there are ten sub-

divisions, but the "Special staff on aging" is not set forth in the organizational pattern since it is rated only as a part of one of the ten subdivisions. Ordinarily the Committee would consider such a fact to be unimportant but in view of the lack of progress in this field, it may well be indicative of the priority and importance attached to this field by the Department. The Committee will expect that greater recognition and emphasis be given to the organizational unit primarily responsible for this program at the Departmental level.

#### AMERICAN PRINTING HOUSE FOR THE BLIND

*Education of the blind.*—The bill includes \$400,000, the amount of request and an increase of \$72,000 over the amount appropriated for 1958.

#### FOOD AND DRUG ADMINISTRATION

*Salaries and expenses.*—The bill includes \$9,300,000, a reduction of \$110,000 from the request and the same as the amount appropriated for 1958. The decrease of \$110,000 represents the amount budgeted for Civil Defense activities.

About three years ago, Secretary Hobby appointed a Citizens Committee to make a study of the administration of the Food and Drug laws and make recommendations to her concerning any improvements they might determine should be made in this program. This Committee was made up of some of the top men in the industries most affected by these laws. It included in its membership, a vice president of General Mills, a vice president of the H. J. Heinz Co., and the President of Chanel Inc. The Citizens' Committee recommended a three to four-fold expansion of the Food and Drug Administration in a period of from five to ten years starting with 1957. Their report was subsequently endorsed by the American Drug Manufacturers Association, the American Pharmaceutical Manufacturers Association and the National Canners Association by formal resolutions. The Committee is at a loss to understand why these recommendations have been discarded. The only reason given during the hearings was that expansion would not fit in with the overall budget policies. The Committee assumes that the same reason applies to the lack of a much needed program to correct the deplorable space situation in some of the field offices and laboratories, such as Boston and Atlanta.

#### FREEDMEN'S HOSPITAL

*Salaries and expenses.*—The bill includes \$2,975,000, the amount of the budget request and \$25,000 less than the amount appropriated for 1958.

#### GALLAUDET COLLEGE

*Salaries and expenses.*—The bill includes \$785,000, the amount of the request and \$55,000 more than the amount appropriated in 1958.

*Construction.*—The bill includes \$123,000, the amount of the request and \$1,567,000 less than the amount appropriated for 1958. The Committee is quite disappointed in the progress of the construction program which was started in 1956. The Committee was told of certain changes which have been made administratively which should expedite this program. The Committee hopes that a better progress report will be forthcoming next year.

## HOWARD UNIVERSITY

*Salaries and expenses.*—The bill includes \$3,900,000, a reduction of \$100,000 from the request and an increase of \$100,000 over the amount appropriated for 1958. The Committee was pleased to note the high commendation of the Commission on Institutions of Higher Education of the Middle States Association of Colleges and Secondary Schools, when they stated, in re-affirming the accreditation of the University, "This recognition by Howard University's peers in Middle States Community of Higher Education is well deserved. We appreciate the spirit in which you have cooperated with the Commission and achieved the commendable and, in some respects, even remarkable improvements which have been called to our attention." The Committee is of the belief that with the increase granted in the bill the University will be able to maintain the high standards that it has achieved.

*Plans and specifications.*—The bill includes \$123,000, a reduction of \$48,000 from the request and a reduction of \$27,000 from the amount appropriated for 1958. The amount recommended in the bill is the amount estimated to be necessary to complete the plans and specifications for the physical education building for which \$80,000 was appropriated in 1958. The reduction of \$48,000 represents a recent revision in the estimated cost, which was reported to the Committee by President Johnson.

*Liquidation of contract authority.*—The bill includes \$163,000 which is the amount estimated to be necessary to liquidate contract authority previously granted for the construction of the Men's Dormitory.

## OFFICE OF EDUCATION

*Vocational education.*—The bill includes \$33,750,081, the amount of the request and the same amount as was appropriated for 1958.

*Grants for library services.*—The bill includes \$5 million, an increase of \$2 million over the amount requested and the same amount as was appropriated for 1958. The Library Services Act was signed into law on June 19, 1956. A request for the full annual authorization of \$7,500,000 for fiscal year 1957 was sent to Congress. It was after the beginning of the fiscal year that this request was made, and in view of the fact that it was also a new program, it appeared unlikely to the Congress that the full amount could be utilized. As a result, \$2,050,000 was appropriated. Future events proved the Congressional judgment to be correct, however, the amount appropriated for 1957 did enable the States to start a base program upon which to build in the following fiscal year. In the budget for 1958, when it was obvious that the States could use more funds, the policy was reversed and only \$3 million was requested. This Committee recommended the appropriation of \$5 million which was approved by the Congress. These funds are being fully utilized, and the effective and much needed program envisioned by the basic legislation is now in being. No reasons for seeking to cut this program back in fiscal year 1959 were presented to the Committee except the catchall that it is in conformity with the overall budget policy.

*Colleges of Agriculture and the Mechanic Arts.*—The bill includes \$2,501,500 the amount of the request and the same amount as was appropriated for 1958.

*School construction.*—The bill includes \$750,000, a reduction of \$100,000 from the request. Inasmuch as legislation to extend this program is now pending, no construction funds are included in this bill. The amount requested in the budget was for technical assistance rendered by the Housing and Home Finance Agency.

*Salaries and expenses.*—The bill includes \$7,800,000, a reduction of \$150,000 from the request and an increase of \$800,000 over the amount appropriated for 1958.

This has been one of the most neglected activities in the Federal Government for years. As late as fiscal year 1955, this country was spending less than \$3 million on this Office which was established to “\* \* \* promote the cause of education throughout the country.” While charged with one of the greatest responsibilities of any agency of our Government, it was receiving little attention.

In its report on the bill for fiscal year 1956, this Committee stated:

The Committee feels very strongly that we ought to have an Office of Education that is effective, and one that the educational authorities all over the country would have pride in and would look to for leadership and for assistance in their problems.

Beginning with fiscal year 1957, considerable progress has been made toward this goal. A real cooperative research program has been inaugurated that is receiving strong support and a high degree of cooperation from the schools. The Office of Education deserves considerable credit for its leadership in the programs of research in the educational problems of the mentally retarded and cerebral palsied and in the field of speech and hearing defects. While this was being accomplished the whole Office has been built up to a level where it can come closer to rendering the services that the educational system needs and must have if the nation is to keep abreast of the changing conditions nationwide and worldwide.

During the past several months the Nation's attention has been called more forceably to the fact that we cannot afford to be complacent. If we are to maintain a position of leadership it is more and more being recognized that education must keep up with the times. The increase allowed will provide for a continuation of the going programs and for some progress in the fields of highest priority. The Committee will expect that there be no diminution in efforts to provide a really effective program in the fields of the mentally retarded children and speech and hearing defects.

#### OFFICE OF VOCATIONAL REHABILITATION

*Grants to States and other agencies.*—The bill includes \$50,600,000, the amount of the request and \$4,100,000 over the amount appropriated for 1958. For many years this program achieved commendable results, but on a rather small scale. It is to the credit of Secretary Hobby that she strongly endorsed and had a large part in starting what was envisioned as an expansion of this program to its full effectiveness. This was based not only on a recognition of the great humanitarian values of the program, but also on the knowledge that for every dollar spent on this program the Federal government gets back over \$10 in taxes. Secretary Hobby's goal was to expand the program to the point that about 200,000 people would be rehabilitated each year by about 1960. Progress has been made in the last three

years, however, even if that progress were continued it is doubtful that the goal would have been reached in the time period originally contemplated. The Committee was therefore quite surprised that the budget not only failed to include any provisions for encouraging a more rapid expansion of the program, but actually recommended a restraint on progress by including in the proposed appropriation language the same figure of \$53,000,000 as the base for making allotments to the States. The Committee has increased the figure to \$56,000,000 which will enable those States, who have continued to increase their own appropriations, to receive the full amount of Federal funds to which they are entitled under the formula in the basic Vocational Rehabilitation Act.

*Training and traineeships.*—The bill includes \$4,800,000, the amount of the request and \$400,000 over the amount appropriated for 1958.

*Salaries and expenses.*—The bill includes \$1,400,000, the amount of the request and \$70,000 over the amount appropriated for 1958.

#### PUBLIC HEALTH SERVICE

*Assistance to States, general.*—The bill includes \$22 million, a reduction of \$889,000 from the request and a reduction of \$592,000 from the amount appropriated for 1958.

*Grants and special studies, Territory of Alaska.*—The bill includes \$2,165,000, the amount of the request and the same amount as was appropriated for 1958.

*Construction of mental health facilities, Territory of Alaska.*—The bill includes \$6,500,000, the amount authorized to be appropriated for this purpose by Public Law 830 of the 84th Congress. This law provided for the progressive transfer of responsibility for the care of the mentally ill of Alaska from the Federal government to the Territory over a ten year period. Since no adequate facilities for this purpose now exist in the Territory, the Act authorized the appropriation of \$6,500,000 of Federal funds for this purpose.

*Control of venereal diseases.*—The bill includes \$4,400,000, the amount of the request and a reduction of \$15,000 from the appropriation for 1958. This is another program that the Committee was certainly surprised to see cut back in the budget. All of the testimony and statistics presented to the Committee indicated that the total problem is increasing rather than decreasing.

*Control of tuberculosis.*—The bill includes \$5,386,000, the amount of the budget request and a reduction of \$1,614,000 from the amount appropriated for 1958.

*Control of communicable diseases.*—The bill includes \$6,200,000 the amount of the request and \$850,000 less than the amount appropriated for 1958. The major portion of the reduction is occasioned by discontinuance of the emergency program for prevention and control of Asian influenza for which \$800,000 was appropriated in 1958. Since there is also a transfer to the appropriation "Hospitals and Medical Care" of expenses now financed under this appropriation amounting to approximately \$47,000, the amount carried in the bill will provide for a continuation of these activities at substantially the current level.

For many years this Committee has indicated its belief that a new building for the Communicable Disease Center in Atlanta should be given high priority. There has been a considerable amount of unnecessary delay in this matter. Then after plans had been prepared this building was authorized under the lease-purchase program. The

Committee went into this matter in some detail during the hearings last year and determined that construction under the lease-purchase program would cost the federal government a considerable sum in excess of what the costs would be under a direct appropriation. In an attempt to save several million dollars the Committee put a provision in the bill prohibiting the Department from participating in any activities concerned with proceeding under the lease-purchase program and asked that a budget request for a direct appropriation be presented to Congress. There was no change suggested in this provision when the bill was considered by the House. Even in the face of this action, the General Services Administration went ahead without the participation of the Department of Health, Education and Welfare and has now entered into contracts both for financing and constructing this building under the lease-purchase arrangement. The Committee has received an analysis from the Comptroller General comparing the cost of this building under lease-purchase and what it would cost under a direct appropriation. The cost under direct appropriations would be \$13,634,100. Under the lease-purchase arrangement it will cost the government \$28,251,503. In the opinion of the Committee this action of the Administration is completely indefensible.

A major item of increased cost is for interest. The financing contract, which is with a large insurance company, calls for 4.97 percent interest. The Comptroller General stated that this insurance company was the sole bidder.

*Sanitary engineering activities.*—The bill includes \$12,725,000, a reduction of \$90,000 from the request and an increase of \$85,000 over the amount appropriated for 1958.

*Grants for waste treatment works construction.*—The bill includes \$45 million, the amount of the request and the same amount as was appropriated for 1958.

*Grants for hospital construction.*—The bill includes \$121,200,000, the amount of the budget request, as amended, and the same amount as was appropriated for 1958. The original budget request for this purpose was \$75 million. It was difficult for the Committee to determine whether the primary reason for the recommended reduction was simply to conform with some high budget policy, or the belief that the program had accomplished its purpose to the point where a reduction would be in keeping with the original objectives. This question was resolved in no uncertain terms by the table which appears on pages 172–178 of the Committee hearings with the Public Health Service. This table shows that the States are prepared to proceed with a program approximating \$1,300,000,000 if the Federal government would appropriate \$500 million on a matching basis under the provisions of the Hill-Burton Act. There are some Members of the Committee who would prefer that additional funds were appropriated for this purpose, and there are Members who would likely prefer that less were appropriated, but, judging by the great number of communications received by the Committee, there is little doubt that the revised estimate of \$121,200,000 more nearly conforms with the public opinion on this subject than did the original request of \$75 million.

*Salaries and expenses, hospital construction services.*—The bill includes \$1,300,000, a reduction of \$20,000 from the request and a reduction of \$150,000 from the amount appropriated for 1958. The reduction of \$20,000 represents a request for funds to cover Civil Defense activities.

*Hospitals and medical care.*—The bill includes \$44,730,000, an increase of \$421,000 over the request and an increase of \$331,000 over the amount appropriated for 1958.

All of the increase above the amount requested is for the leprosarium operated at Carville, Louisiana. This hospital is located in an isolated area on the Mississippi River between New Orleans and Baton Rouge. Due to its location and the lack of adequate facilities, it is not an attractive place for the professional people necessary for its operation. One of the greatest needs is new quarters for the staff to replace eleven sets which were obsolete in 1921. \$210,000 is included for this purpose. Another great need is for a research program. Practically no research is being done at the present time even though this is the only institution in the continental United States dealing just with this disease. \$91,000 is included in the bill for research and training. The remaining portion of the increase, \$120,000, is for ten small dwellings to provide family quarters for married couples who are patients at the hospital.

From all the information which the Committee has received about the U. S. Public Health Service hospitals, their present condition and operations leave a great deal to be desired. A little over a year ago the Public Health Service had some of these hospitals surveyed by independent experts in the field of hospital administration. These reports were unanimous in indicating that these hospitals lack proper facilities and personnel. The Public Health Service submitted a supplemental request for 1958 and a start was made toward correcting these inadequacies. The Committee is surprised that, after taking the time and going to the expense of having these surveys made, and starting on a program of correction as recommended by these experts, that the administration has now reversed itself and asked for a budget which cannot support even the personnel that are currently employed. The Committee is also surprised that the Department has paid so little attention to the need for renovation of these hospitals that have had no major repairs since before World War II; and that the Department has taken a rather luke warm interest in utilizing the professional personnel and facilities for research activities when at the same time great amounts of research funds are being granted to other hospitals.

*Foreign Quarantine activities.*—The bill includes \$3,983,000, the amount of the request and an increase of \$107,000 over the amount appropriated for 1958. The only large increase included in the bill is to put the program for control of yellow fever, which was in effect part of fiscal year 1958, on a full-year basis in 1959.

Last year Congress passed legislation in the Third Supplemental Appropriation Act for 1957, which was aimed at placing the Foreign Quarantine Service on a basis that would more nearly conform with the Immigration and Naturalization Service and Customs Bureau with respect to the financing of overtime inspection work. There were inexcusable delays in the issuance of instructions with the result that shippers were not billed and employees were not paid for their overtime until December, six months after this legislation went into effect. Also, the Department has taken the most conservative action possible in establishing rates of pay under this legislation. In the opinion of the Committee, this is clearly contrary to the intent of Congress which was to liberalize these rates to bring them more nearly in conformity with the pay for similar activities in the other two agencies whose employees work side by side with those of the

Foreign Quarantine Service. The Committee will expect that this matter be reviewed as soon as possible and, if revisions are not made, the Department should have much better reasons for its action than were presented to the Committee in the hearings this year.

*Indian Health Activities.*—The bill includes \$40,225,000, the amount of the request and an increase of \$125,000 over the amount appropriated for 1958. The increase is to cover increased mandatory cost items. No increase in personnel is provided.

The Committee has spent more time and effort in studying this program than any other single program provided for in the bill. There is no doubt of the great need for activities in this field. The Congress has indicated its recognition of this need by increasing the appropriations from \$24 million in 1955 to \$40 million in 1958. While there is no doubt that good has been accomplished with the increased funds, the administration of this program leaves much to be desired.

Since the program has been transferred from the Department of the Interior to the Department of Health, Education, and Welfare, over 1,100 additional employees have been added. The Committee is at a complete loss to understand why, with this big increase, the Public Health Service has not been able to reopen the closed ward at the Fort Defiance Hospital.

The Committee has received complaints from several sources that the amount set aside for contract medical services has been increased out of proportion with the increases applied to the Public Health Service's hospitals with a result that medical care costs have been increased more than would otherwise be necessary. There have also been complaints that appear to be quite well founded that the controls on the funds for contract medical services are so rigidly maintained that additional inefficiencies have resulted.

The Committee seriously questions the need for the two administrative levels of area offices and sub-area offices that exist in some places. This is a carryover from the Department of the Interior and seems to be continued just because that is the way it has been done for many years in the past. In general, operations seem to be continuing just about the same as they always have with the exception of more funds and more personnel. In fact the Public Health Service has still not even issued a new manual of operations, but is simply using the old Bureau of Indian Affairs manual.

*Construction of Indian health facilities.*—The bill includes \$3,124,000, an increase of \$750,000 over the amount requested and a decrease of \$6,000 from the amount appropriated for 1958.

The shortcomings of the Indian health program since it was transferred to the Public Health Service are most evident in this field. The handling of the Shiprock hospital project is an example. There is a desperate need for a new facility in this area. Congress appropriated funds for the construction of a new hospital, which funds were available August 1, 1955, over 2½ years ago. The details of the fumbling around on this project are set forth in the hearings on pages 297-301. After 2½ years the plans were still not ready, at the time of the hearings, to be submitted to the Bureau of the Budget for approval to start construction.

The Shiprock hospital is used as a particular example only because of the emergency need. The other three hospitals for which funds were appropriated are in the same status—plans still have not pro-



gressed to the point where they can be submitted to the Bureau of the Budget for approval.

The Committee will expect the Surgeon General to take a personal interest in correcting the administrative shortcomings and in seeing to it that the Indian Health Services are better integrated into the Public Health Service generally.

The Committee received formal testimony and considerable information concerning the desirability of proceeding without delay to provide for facilities under Public Law 151 passed by the last session of Congress. The Committee is convinced of the merits of this program and has provided \$750,000 in the bill to finance a few of the projects with the highest priority.

## NATIONAL INSTITUTES OF HEALTH

### FINANCING

For the last several years Congress has consistently supported the National Institutes of Health at a level that provided for orderly expansion of the programs of research in the major diseases of mankind. The Committee could not in good conscience accept, as being even near to adequate, the budget submitted by the Administration. That budget not only represented lack of progress, it represented a backward step.

While the total number of dollars requested under this head is exactly the same as was appropriated in 1958, this far from tells the story. There was appropriated a total of \$97,729,000 just for research projects for 1958. The budget for 1959 includes \$97,329,000 for research projects but also includes a proposal to give the grantees an additional allowance for overhead expenses totaling \$6,748,700 which amount would have to be taken from the \$97,329,000. Thus, even without allowing for the increased expenses of conducting research, the budget represented a cut of over \$7,000,000. To illustrate the practical effect of such a cut, the Cancer Institute had grant funds budgeted for only 26 new research projects, compared with 337 such projects being financed this year; there were grant funds budgeted for 87 new projects in Mental Health for 1959 compared with 293 this year; in the Heart Institute the comparable figures were 53 in 1959 and 223 in the current year; and similar reductions were applied in the other Institutes.

The Committee could find no basis for starting to go backward in this program except the desire to save dollars. The saving of dollars is a laudable objective, and one that the Committee strongly favors, if it is not at the expense of programs worth many times the dollars saved.

The Committee did not allow the increase for overhead expenses. As was said in the report last year when a similar request was disallowed:

The Committee does not doubt that most medical schools need some additional financial assistance, however, funds appropriated to the National Institutes of Health are not for the purpose of general assistance to medical schools, and the Committee was not convinced that the research program for which these funds are appropriated would suffer by main-

taining the current policies in regard to overhead allowances, or that the maintenance of this policy would be unfair to the institutions that request these research grants.

This action will add \$6,748,700 to the research program. In addition, the Committee recommends increases in the budget for the activities of the various Institutes totaling \$8,200,000. This the Committee believes will provide for a continuation of orderly progress toward the end of finding more of the answers to the dread diseases that plague mankind.

A tabular summary of the Committee action follows:

Program	1958 appropriation	1959 request	Recommended in the bill	Program increases, bill compared with 1959 request		
				Appropriation increase	Shift from overhead to program	Total
General research and services	\$14,026,000	\$17,742,000	\$17,742,000		\$657,700	\$657,700
Cancer	56,402,000	55,923,000	57,423,000	\$1,500,000	1,465,000	2,965,000
Mental Health	39,217,000	37,697,000	40,397,000	2,700,000	824,800	3,524,800
Heart	35,936,000	34,712,000	36,212,000	1,500,000	1,344,400	2,844,400
Dental Health	6,430,000	6,293,000	6,543,000	250,000	195,900	445,900
Arthritis and metabolic diseases	20,385,000	20,592,000	21,092,000	500,000	773,800	1,273,800
Allergy and infectious diseases	17,400,000	17,497,000	17,997,000	500,000	741,200	1,241,200
Neurology and blindness	21,387,000	20,727,000	21,977,000	1,250,000	745,900	1,995,900
Total	211,183,000	211,183,000	219,383,000	8,200,000	6,748,700	14,948,700

#### PROGRESS IN MEDICAL RESEARCH

The Committee is pleased to note the continuing vigor of medical research in this country, and it is gratified to have played a part in bringing about sound growth over the years.

Ten years ago the total research effort of the nation in such fields as arthritis, rheumatism, all neurological disorders—for example, cerebral palsy, epilepsy, multiple sclerosis, Parkinson's disease—was insignificant. Now research in these areas is flourishing. There have been research break-throughs in arthritis, in epilepsy and in some other metabolic and neurological diseases. With sustained effort there will be comparable advances in other diseases.

Significant strides forward in heart disease, cancer and mental illness during the past year will be noted below, as will significant research findings in the field of dental disorders and allergy and infectious diseases.

Underlying all of the specific advances are some continuing principles which have guided the specific actions of the Committee:

1. Money and facilities should be available to support adequately every competent medical investigator in the country so long as there are serious gaps in our knowledge in these fields.

2. Research cannot be productively conducted on a start-and-stop basis. Stability is essential.

3. The key to effective research is the individual scientist. For this reason the Committee has consistently stressed the importance of training manpower.

4. The Committee looks forward to continuing expansion of medical research, and expects the National Institutes of Health,

together with the foremost non-governmental medical experts of the Nation, to present a comprehensive long-range program for the support of medical research and the training of medical research manpower.

5. Medical research must be financed from private funds as well as governmental funds. The Committee is gratified that private giving for medical research has expanded as governmental funds have grown. The close cooperative working arrangements between the private groups supporting medical research and the National Institutes of Health are necessary to the most effective use of both public and private funds.

*General research and services.*—The bill includes \$17,742,000, the amount of the request and \$3,716,000 over the amount appropriated for 1958.

Funds appropriated under this item are the vital balance wheel for the programs of the various Institutes. These are the funds which support the kinds of important research which do not fall clearly within the province of any Institute.

The Committee is of the opinion that the increase of \$3,716,000 above the 1958 appropriation will establish a proper level for this activity in fiscal year 1959.

*National Cancer Institute.*—The bill includes \$57,423,000, an increase of \$1,500,000 over the amount requested and an increase of \$1,021,000 over the amount appropriated for 1958.

The research effort in cancer is producing results that would have seemed visionary as recently as a decade ago. The productivity of an aggressive research attack, guided by the best scientific advice available, is amply demonstrated by the evolution of the cancer program.

A few years ago a test for cancer involving study of cells was an experimental laboratory technique. Now this cytologic test is being used for mass screening in ten centers throughout the Nation. The technique is approaching the point where it can be used as a routine public health diagnostic procedure. At the moment, this test is used for cancer of the uterus, but studies are now in progress to determine whether it cannot be effectively used on a large scale to detect in the early stages cancer of the lung, bladder, bowel and prostate gland. With the methods of treatment now available, a simple and accurate method of early diagnosis would save many thousands of the more than a quarter of a million people who die each year from cancer.

On an even more advanced level of diagnosis, it appears possible that the presence of a cancer in the body may cause identifiable changes in certain components of blood. Considering the rate at which medical science has advanced over the past ten years, it is plausible to believe that in the decade ahead simple, accurate tests for cancer, such as a blood test, may make the early detection of cancer simple and be usable as a routine tool of the physician and public health worker.

On a more fundamental level, testimony before the Committee by scientists most competent to judge makes it clear that current research is pointing with increasing clarity towards the probability of a close link between viruses and cancer. The scientific story, as recounted by expert witnesses, involves a close connection between viruses and the determination of heredity, between non-living large molecules and organizations of these molecules into particles that have properties

of life, between growth-control mechanisms involving large molecules like those which join to form viruses and the uncontrolled growth characteristic of cancer. Dr. Wendell Stanley, a Nobel prize winner for his virus studies, has said:

"I believe the time has come when we should assume that viruses are responsible for most, if not all, kinds of cancer, including cancer in man, and design and execute our experiments accordingly."

If some forms of human cancer are found in fact to be caused by viruses, it is not fantastic to look ahead to the day when a vaccine against some kinds of cancer may be available.

The Committee will expect that a considerable portion of the increase provided for this Institute's research program be spent in this field.

Finally, the Committee notes with satisfaction the solution of many difficult problems associated with the cancer chemotherapy program, and the discovery of many leads that should be exploited. Part of the increase for this Institute should be used for support of this program.

*Mental health activities.*—The bill includes \$40,397,000, an increase of \$2,700,000 over the amount requested and \$1,180,000 over the amount appropriated for 1958.

The Nation's billion dollar annual bill just for care of the mentally ill continues. The tragedy of mental illness for those who are stricken and for their families continues. With the spectacular and continuing advances in those diseases with a clear physical origin, it is obvious that the relative importance of mental illness will continue to increase over the years ahead. This is not defeatism, but the realism required if the problem is to be attacked most productively.

The first attack is through research, and here results continue to be encouraging. Beginning with the "tranquilizers," a long series of drugs has appeared. Some of these "energize" mental patients who have fallen into a stupor; others actually produce temporary insanity. For the first time in the history of man, the possibility of isolating the specific body reactions involved in the production of abnormal mental states appears possible. This exciting prospect calls for a research program as intense as can be mounted by the trained people available, and extended as rapidly as new investigators can be produced.

The Committee has not been persuaded that the existing program in psychopharmacology operated by this Institute is fully effective. More vigorous, imaginative and diversified approaches are called for. It does not appear, for example, that there has been a strong and effective effort to enlist the aid of the pharmaceutical industry. The Committee trusts that this program will be more vigorously administered during the coming year. Research on such matters as why and how the new drugs work might well be more effectively stimulated, and the feasibility of systematic screening on a more adequate scale should be explored.

The Committee will expect that approximately \$1,300,000 of the increase provided will be spent in increasing research on schizophrenia above the level contemplated in the budget. The Committee lends full support to all approaches to this problem that are sanctioned by

competent scientific advice, for this disease is one of the most terrible afflictions of man and one of the most costly to society.

The social, medical and economic problems created by alcoholism continue to grow in importance. It is claimed by competent authorities that alcoholism ranks fourth among American public health problems, yet very little is being done in an effort to find the causes. Medical research in this field has been and still is practically nonexistent. The Committee will expect that a real research program into the basic medical factors involved in this problem be initiated and is earmarking \$700,000 of the increase in the appropriation for this purpose.

The Committee is convinced that the key to a successful long-range research program is the production of more competent investigators—not only psychiatrists but the full team of highly specialized people required for study of mental illnesses. For this reason, the Committee is earmarking \$700,000 of the increase for the training program.

It is clear to the Committee that, despite the large and effective training program of the National Institute of Mental Health, action to produce the required group of trained people—psychiatrists, psychiatrically trained physicians, sociologists, psychologists, and psychiatric nurses—is inadequate. The Committee has seen little evidence of the kind of bold thinking and action that will be necessary to meet the personnel shortages. As one specific approach, the Committee wishes part of the increase to be devoted to a more vigorous pilot project for providing basic psychiatric instruction to physicians.

*National Heart Institute.*—The bill includes \$36,212,000, an increase of \$1,500,000 over the request and \$276,000 over the amount appropriated for 1958.

Of the advances in any field of medicine over the past decade, none are more inspiring than those in diseases of the heart. Three areas of inquiry have impressed the Committee as showing progress that promises well for the future—the causes of atherosclerosis, the causes of strokes and studies of anti-coagulants. It will be expected that the increase provided will be spent mainly in these fields.

In every year, significant new facts bearing upon atherosclerosis come to light. The knowledge that was new a few years ago, such as the involvement of cholesterol in atherosclerosis, now seems elementary. They are on the track of the specific set of body defects which result in faulty handling of fat in the body, ultimately resulting in the formation of plaques of cholesterol in arteries. Given adequate support, these lines of investigation will continue to bear fruit.

Strokes are related to atherosclerosis. The plaques of cholesterol in arteries often cause the formation of blood clots. These clots circulate in the blood stream. They can clog vessels in the brain causing strokes, or in the heart, causing coronary thrombosis. It is therefore a scientific task of first importance to stop the formation of clots in the blood stream and to dissolve those already formed. The so-called anti-coagulant therapy with such drugs as dicumarol is well established. Such drugs are quite effective in preventing clot formation, although they can and are being improved. A new advance is the discovery of drugs derived from molds which will attack and dissolve clots already formed. If this research lead works out, and the evidence now is favorable, thousands of people will have a new lease on life.

High blood pressure is a disease which will, except for relatively few individuals, be controllable within a few years. A number of highly effective blood pressure lowering agents are already available, and new ones are discovered every year.

A major continuing need in the heart disease field is fast and accurate assessment of the full effects and side effects of various drugs through controlled study of large population groups. The possibility of moving drugs quickly from the laboratory to general use should be fully exploited.

It is becoming increasingly evident that heredity is a very important factor in heart disease, especially in atherosclerosis. In the opinion of the Committee, too little attention is being given to research in this field. It will be expected that a portion of the increased funds be utilized in this area. Of course, the importance of heredity is far from limited to this Institute's field of interest. Consideration should be given to the establishment of a training program, or programs, for geneticists in order to develop the qualified manpower to follow up the many leads that have been developed that indicate heredity may have an important role in many medical problems.

*Dental health activities.*—The bill includes \$6,543,000, an increase of \$250,000 over the amount requested and \$113,000 over the amount appropriated for 1958.

After the magnificent and classic research on protection of teeth against decay by fluorides in water, the dental research program is moving into new areas. Given the increased funds appropriated by Congress, the scope and variety of dental research has grown rapidly. The Committee has been particularly impressed by studies showing that many dental defects are hereditary, studies using the electron microscope indicating the precise way in which tooth decay attacks tooth enamel, and studies of the chemical composition of saliva in persons with and without dental caries.

The Committee is confident that, with proper financial support, the fine progress over recent years will continue.

*Arthritis and metabolic disease activities.*—The bill includes \$21,092,000, an increase of \$500,000 over the request and \$707,000 above the amount appropriated for 1958.

In addition to arthritis, this Institute deals with the whole range of metabolic diseases such as rheumatism, gout, diabetes, ulcerative colitis, ileitis, and peptic ulcer. These fields, in past years have been considered forbidding and barren because of their difficulty, and the fact that many of them seem, like cancer, to be bound up with profound life processes.

But with the enthusiasm of leaders in this field during recent years, and with the provision of research funds, progress has come. New workers with new approaches have entered these fields. Key discoveries, such as the effectiveness of cortisone in arthritis, have opened up wide and productive areas of study. A new test for rheumatoid arthritis, involving the clumping of blood cells, has been discovered. The family of drugs to which cortisone belongs—the steroids—has been combed productively to produce new drugs more effective than cortisone but without the harmful side effects.

Real progress is being made in the perfection of oral drugs for diabetes. At the present time no drug is available that is as effective as insulin injections, but we are much closer to that point than we

were a year ago. The many thousands of sufferers from this disorder have reason to hope that a simple pill will soon displace the necessity for the frequent and disagreeable injections now necessary for most of them.

The total number of illnesses given professional medical attention in the United States is about 280 million per year. Circulatory diseases account for about 55 million, the largest number in any one disease group, but diseases of the digestive tract are in second place with some 40 million. It is hard to understand why the field of gastroenterology has been so neglected by those who administer our medical research programs. In the face of the statistics set forth above, the medical research funds allocated to this field total only slightly more than 1 percent of the total.

Diseases of the digestive tract do not have the dramatic appeal of such things as cancer and heart disease. However, when one considers the fact that one person out of every ten will, sometime during his life, have a peptic ulcer, the practical need for doing something in this field is certainly obvious. However, it is not only being slighted in the research field but in the training field as well. There are 84 medical schools receiving training grants from the National Institutes of Health, but only 12 of them are receiving funds for training in gastroenterology.

The Committee is of the strong opinion that we are doing far less in this field than is warranted by the facts and will expect that the increased funds provided in the bill will be used for this purpose.

This Institute is in a good position to investigate many diseases that affect those in the older age brackets with particular frequency. One such area of study relates to disorders of the pulmonary tract, such as emphysema. Such diseases, obscure in origin, have not been the subject of a vigorous research attack. The Committee believes that such an attack should be considered.

*Allergy and infectious disease activities.*—The bill includes \$17,997,000, an increase of \$500,000 over the request and \$597,000 over the amount appropriated for 1958.

The burst of productive research in virology, based upon advances made in fundamental studies on such problems as growth of viruses in test tubes, is producing and will continue to produce practical findings. The Salk vaccine is at hand. Additional vaccines for upper respiratory infections have been prepared, and others will be developed. Scientifically, influenza has been conquered and protection of the population is now a public health problem.

As these studies proceed, the fundamental links between disease fields become more evident. The blood cell clumping test for arthritis originated as a test for trichinosis. The relationship of viruses to cancer has been noted. The mechanisms of immunity are essentially problems of protein chemistry and thus related to the composition and reproduction of viruses.

As further evidence of the unity of disease studies, cystic fibrosis—a disease of children, because few with the disease live to become adults—is in all probability a metabolic disease. There is some genetic, inherited defect that prevents the production of enzymes necessary to digestion of food, and that produces the other bizarre and pitiful symptoms of this disease. But while the disease is fundamentally metabolic, it can at the moment be treated only by very large doses of antibiotics. The antibiotics stave off the pneumonias

to which children with cystic fibrosis are peculiarly susceptible. For some time to come, it will be necessary to study the reactions of these children to antibiotics. There are, however, other and more significant puzzles—why, for example, it occurs rarely in negroes and never in oriental races; why such a wide array of symptoms that cannot be related to each other should exist. It appears that this disease is more important than diabetes, poliomyelitis or rheumatic fever as a cause of death among children in this country. The Committee expects the facts on incidence of this disease to be determined, and firm plans for a research attack through a cooperative effort among the Institutes to be developed during the coming year. It is the Committee's desire that a portion of the increase provided in the bill be devoted to research in this field.

*Neurology and blindness activities.*—The bill includes \$21,977,000, an increase of \$1,250,000 over the request and \$590,000 over the amount appropriated for 1958.

As was the case in arthritis and metabolic diseases, research in neurology and sensory disorders was conducted on an entirely inadequate scale until the National Institute for Neurological Diseases and Blindness was established. The increase in appropriations for this Institute invigorated all aspects of research and training in these neglected areas. The research of those already at work was more adequately financed. Opportunities for the long and expensive training required of research workers were broadened. For the first time, scientists could plan studies hitherto impossible because of lack of funds.

One such area of study stimulated by the National Institute of Neurological Diseases and Blindness relates to diseases and disorders arising from the time of conception to 24 hours after birth, or the so-called perinatal period. It is becoming clear that many more infant deaths, congenital malformations and other defects than had been suspected are the result of conditions affecting the mother during pregnancy. A national program of research on this problem involving close collaborative research among 12 institutions which deliver 32,500 babies per year is now in progress. The original plan called for a program involving 46,000 deliveries per year in 15 institutions. The additional funds provided for this Institute are intended in part to enable this important research to reach the level originally planned.

While stressing the perinatal study because of the urgency of reaching the planned levels, the Committee wishes investigations relating to such diseases as multiple sclerosis, amyotrophic lateral sclerosis, epilepsy, cerebral palsy, muscular dystrophy and Parkinson's diseases, together with the studies fundamental to all neurological diseases, to be intensified. Finally, the Committee is not entirely satisfied with the status of research on sensory disorders, including sight and hearing, and expects greater effort to be expended in these areas, both in the laboratories of the Institute and in the laboratories of grantees, during the coming fiscal year.

*Construction, dental research building.*—The bill includes \$3,700,000 for construction of this building which was authorized by the Dental Research Act of the 80th Congress. Plans for the building are practically completed and construction can be started in fiscal year 1959. In view of the great need for these facilities and the obvious strong support of the dental profession, the Committee is quite surprised that this was not included in the budget.



*Grants, construction of research facilities.*—The bill includes \$30 million, the amount of the request and the same amount as was appropriated for 1958.

*Operations, national library of medicine.*—The bill includes \$1,415,000, the amount of the request and \$35,000 less than was appropriated for 1958.

*Salaries and expenses.*—The bill includes \$5,260,000, a reduction of \$65,000 from the request and an increase of \$160,000 over the amount appropriated for 1958. The only large increase allowed is for expenses of carrying out the National Health Survey.

#### ST. ELIZABETHS HOSPITAL

*Salaries and expenses.*—The bill includes \$3,154,000, the amount of the request and \$68,200 over the amount appropriated for 1958.

*Major repairs and preservation of buildings and grounds.*—The bill includes \$87,000, the amount of the request and \$32,000 more than was appropriated for 1958.

*Construction, continued treatment building.*—The bill includes \$125,000 to start plans for a new building to replace three existing facilities, the newest of which was built in 1872.

#### SOCIAL SECURITY ADMINISTRATION

*Salaries and expenses, Bureau of Old-Age and Survivors Insurance.*—The bill includes an authorization to use \$133,300,000 of funds from the trust fund for administrative expenses, the amount approved is the same as the request and \$5,390,000 less than the amount appropriated for 1958. The Committee is disappointed that the Bureau has not been able to achieve the standards which it has sought to maintain in the past of handling claims within an average of 30 days. The Committee realizes, however, that unusual difficulties have been encountered this year, aggravated by the considerable increase in retirements due to the unemployment situation. The Committee will expect the Department and the Bureau to take whatever steps are necessary to reduce this waiting time. Except under the most unusual circumstances it is inexcusable for people to have to wait 45 or more days for the payments that are due them, and with conditions existing today it is undesirable for the economy generally to have a long lag between the time these applications are filed and the time payments are made.

*Grants to States for public assistance.*—The bill includes \$1,806,400,000, the amount of the request and \$35,800,000 above the amount appropriated for 1958. This item is in the same category as several which have been described earlier in this report in that there appears to be little doubt that the amount requested is going to be insufficient to make Federal payments required under the basic law. As an illustration of the effect of current conditions on this program, just in the category "aid to dependent children" the number of recipients increased by 227,600 from December 1956 to December 1957. The Committee, however, was unable to secure either during the hearings or subsequently from Secretary Folsom, the Department's revised estimate of needs for 1959 in view of current and prospective economic conditions. Since the basic law establishes mathematical formulas for making Federal payments, appropriations must be made to cover all eligible cases. It therefore appears almost certain that

Congress will be faced with a request for additional funds for this purpose.

*Salaries and expenses, Bureau of Public Assistance.*—The bill includes \$1,980,000, a reduction of \$60,000 from the request and \$80,000 over the amount appropriated for 1958. The reduction represents funds requested for civil defense activities.

*Salaries and expenses, Children's Bureau.*—The bill includes \$2 million, a reduction of \$13,000 from the request and the same as the amount appropriated for 1958. The reduction represents the approximate amount necessary to support two positions, provided for in this appropriation for 1958, to plan for the White House Conference on Children and Youth. Inasmuch as a separate appropriation is provided for the purpose in 1959, the funds under this head have been deleted.

*Grants for maternal and child welfare.*—The bill includes \$42,500,000, an increase of \$1 million over the request and a like increase over the amount appropriated for 1958. Grants for maternal and child health services and for crippled childrens services were provided for in 1958 at the maximum amount authorized by law and were so budgeted for 1959. The grants for child welfare services totaled \$10 million for 1958 and a like amount was requested for 1959. This is \$2 million less than the amount authorized. The amount recommended by the Committee will raise this amount to \$11 million, still \$1 million less than the total authorized, but an amount which will more nearly care for the needs in this field.

*Salaries and expenses, White House Conference on Children and Youth.*—The bill includes \$150,000, the amount of the request. A similar conference has been held every ten years since 1909. These conferences are participated in by Federal Government agencies, the States, and national organizations concerned with children and youth. These funds will enable the Childrens Bureau to work with these agencies and organizations in making the necessary plans for the conference which will be held in 1960.

*Salaries and expenses, Office of the Commissioner.*—The bill includes a direct appropriation of \$314,000 and an authorization to use \$246,000 from the OASI trust fund. These amounts are the same as requested and are \$20,000 in total above the appropriation for 1958.

#### OFFICE OF THE SECRETARY

*Salaries and expenses.*—The bill includes \$1,809,000 and an authorization to use \$263,000 from the OASI trust fund, a reduction of \$10,000 in the direct appropriation requested and an increase, in total, of \$12,000 over the amount appropriated for 1958. The reduction represents the amount budgeted for civil defense activities.

*Office of Field Administration.*—The bill includes \$2,358,000 and an authorization to use \$702,000 from the OASI trust fund, a reduction of \$60,000 in the amount requested for direct appropriation and an increase, in total, of \$60,000 over the amount appropriated for 1958. The reduction of \$60,000 was the amount budgeted for civil defense activities. The increase granted will cover several small items and will provide for two new positions for the grant-in-aid audit staff.

*Office of the General Counsel.*—The bill includes \$505,000 and an authorization to use \$475,000 from trust funds, the amount of the request and \$6,000 over the amount appropriated for 1958.

*Surplus property utilization.*—The bill includes \$632,000, the amount of the request and \$130,000 over the amount appropriated

for 1958. The increase is simply a bookkeeping transaction and represents no increase in total appropriations. The appropriation "Operations, Federal Civil Defense Administration" has formerly reimbursed the Department for the cost of activities to be financed by the increase in this appropriation. A decrease of \$130,000 was made in the budget for the appropriation "Operations, Federal Civil Defense Administration."

### TITLE III—NATIONAL LABOR RELATIONS BOARD

*Salaries and expenses.*—The bill includes \$9,384,800, a reduction of \$600,200 from the request and the same amount as was appropriated for 1958.

### TITLE IV—NATIONAL MEDIATION BOARD

*Salaries and expenses.*—The bill includes \$520,000, the amount of the request and the same amount as was appropriated for 1958.

*Arbitration and emergency boards.*—The bill includes \$250,000, the amount of the request and the same amount as was appropriated for 1958.

*National Railroad Adjustment Board, salaries and expenses.*—The bill includes \$525,000, the amount of the request and the same amount as was appropriated for 1958.

### TITLE V—RAILROAD RETIREMENT BOARD

*Salaries and expenses.*—The bill includes an authorization to use \$8,450,000 from the Railroad Retirement trust fund, the amount of the request and \$300,000 more than the amount approved for 1958.

The Committee took considerable time during the hearings this year to discuss with the Board the question of appropriations for military service credits. After receiving detailed information concerning this matter, the Committee is amazed at the stand taken by the Bureau of the Budget and the General Accounting Office in not only recommending that no further appropriations for this purpose be made but that part of the appropriations already made should be recovered. The law is quite clear in not only authorizing the appropriations which have already been made but in authorizing additional appropriations which would total many millions of dollars. It apparently boils down to the fact that the General Accounting Office and the Bureau of the Budget do not agree with the law which Congress has passed and would like to see it changed and changed retroactively, however, no such bill has been formally submitted by the Administration.

It appears to the Committee that the General Accounting Office and the Bureau of the Budget realizing the futility of attempting to get their ideas enacted into law, are attempting to accomplish indirectly what they realize cannot be done in a straight-forward manner. The Committee is especially surprised at the General Accounting Office being a party to any such scheme.

### TITLE VI—FEDERAL MEDIATION AND CONCILIATION SERVICE

*Salaries and expenses.*—The bill includes \$3,650,000, a reduction of \$45,000 from the request and \$100,000 more than was appropriated for 1958.

## TITLE VII—INTERSTATE COMMISSION ON THE POTOMAC RIVER BASIN

*Federal contribution.*—The bill includes \$5,000, the amount of the request and the same amount as was appropriated for 1958.

## TITLE VIII—UNITED STATES SOLDIERS' HOME

*Maintenance and operation.*—The bill includes authorization to use \$5,265,000 from the Soldiers' Home permanent fund, an increase of \$78,000 over the request and an increase of \$506,000 over the amount authorized for 1958.

The increase allowed by the Committee represents restoration of a cut made by the Bureau of the Budget in the ration allowance, and \$58,500 for renovating the Sheridan building in order to provide facilities for the increasing membership at the Home. The Committee is at a complete loss to understand why the Bureau of the Budget imposed an arbitrary reduction on the funds for rations when the amount requested by the Home was no increase over the actual cost during the last fiscal year, especially in view of the fact that this cost represents only 93 cents per member and the funds come out of the Home's own fund, which is in excellent financial condition, rather than out of the Federal Treasury, and in the face of the fact that food prices have been going up. It is this type of petty, irresponsible action that has reduced the reputation of the Bureau of the Budget to the lowest level since the office was established.

## LIMITATIONS AND LEGISLATIVE PROVISIONS

The following limitations and legislative provisions not heretofore carried in connection with any appropriation bill are recommended:

On page 9, in connection with "Salaries and Expenses, Mexican Farm Labor Program", Department of Labor:

## SALARIES AND EXPENSES, MEXICAN FARM LABOR PROGRAM

*For expenses, not otherwise provided for, necessary to carry out the functions of the Department of Labor under the Act of July 12, 1951, as amended, \$1,550,000, to be derived by transfer from the farm labor supply revolving fund: Provided, That reimbursement to the United States under agreements hereafter entered into pursuant to section 502 of the Act of July 12, 1951, as amended, shall include all expenses of program operations except those compliance activities separately provided for herein.*

On page 22 in connection with "Construction, mental health facilities, Territory of Alaska", Department of Health, Education, and Welfare:

*including expenses incurred in fiscal year 1958 by the Territory of Alaska incident to planning such facilities*

On page 43 in connection with "General Provisions":

*SEC. 903. Advances to States for the first quarter of the next succeeding fiscal year, as authorized in this Act, shall not exceed the sum so advanced for the respective programs in the previous year.*

# PERMANENT APPROPRIATIONS, GENERAL AND SPECIAL FUNDS

Agency and item	Appropriated, 1958	Estimates, 1959	Increase (+), decrease (-)
Office of Education:			
Payments to States and Territories for colleges of agriculture and mechanic arts (act of Mar. 4, 1907)-----	\$2, 550, 000	\$2, 550, 000	-----
Payments to States for promotion of vocational education (act of Feb. 23, 1917)-----	7, 138, 331	7, 138, 331	-----
Total-----	9, 688, 331	9, 688, 331	-----

## TRUST FUNDS

[Not a charge against general revenue]

Agency and item	Appropriated, 1958	Estimates, 1959	Increase (+), decrease (-)
<b>DEPARTMENT OF LABOR</b>			
Bureau of Employees Compensation:			
Relief and rehabilitation, Longshoremen's and Harbor Workers' Compensation Act, as amended-----	\$62, 400	\$62, 400	-----
Relief and rehabilitation, Workmen's Compensation Act, within the District of Columbia-----	5, 000	5, 000	-----
Administration of the District of Columbia Workmen's Compensation Act-----	209, 600	209, 600	-----
Bureau of Labor Statistics: Special statistical work-----	39, 875	4, 149	-\$35, 726
Total, Department of Labor-----	316, 875	281, 149	-35, 726
<b>DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE</b>			
Freedmen's Hospital, conditional gift fund-----	1, 527	-----	-1, 527
Patients' benefit fund, Public Health Service hospitals-----	20, 000	20, 000	-----
Public Health Service conditional gift fund-----	30, 000	19, 700	-10, 300
Public Health Service unconditional gift fund-----	86, 000	6, 300	-79, 700
St. Elizabeths Hospital patients' benefit fund-----	500	500	-----

St. Elizabeths Hospital conditional gift fund.....	9, 159	-----	-9, 159
Total, Department of Health, Education, and Welfare.....	147, 186	46, 500	-100, 686
RAILROAD RETIREMENT BOARD			
Railroad retirement account.....	716, 150, 000	755, 450, 000	+39, 300, 000
Railroad Unemployment Insurance Administration Fund.....	8, 116, 931	8, 155, 673	+38, 742
Total, Railroad Retirement Board.....	724, 266, 931	763, 605, 673	+39, 338, 742
Total trust funds, all agencies.....	724, 730, 992	763, 933, 322	+39, 202, 330

**COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1958, ESTIMATES FOR 1959, AND AMOUNTS  
RECOMMENDED IN THE BILL FOR 1959**

**TITLE I—DEPARTMENT OF LABOR**

Agency and item	Appropriations, 1958	Estimates, 1959	Recommended in bill for 1959	Bill compared with—	
				1958 appropriation	1959 estimates
<b>OFFICE OF THE SECRETARY</b>					
Salaries and expenses-----	\$1, 480, 000	\$1, 556, 000	\$1, 478, 000	—\$2, 000	—\$78, 000
<b>OFFICE OF THE SOLICITOR</b>					
Salaries and expenses-----	2, 121, 000	2, 121, 000	2, 321, 000	+200, 000	+200, 000
Transfer from Highway Trust Fund-----	[200, 000]	[200, 000]	-----	[—200, 000]	[—200, 000]
Total, Office of the Solicitor-----	2, 121, 000	2, 121, 000	2, 321, 000	+200, 000	+200, 000
<b>BUREAU OF LABOR STANDARDS</b>					
Salaries and expenses-----	985, 000	1, 004, 000	995, 000	+10, 000	—9, 000
<b>BUREAU OF VETERANS' REEMPLOYMENT RIGHTS</b>					
Salaries and expenses-----	542, 000	542, 000	542, 000	-----	-----
<b>BUREAU OF APPRENTICESHIP</b>					
Salaries and expenses-----	3, 600, 000	3, 900, 000	3, 600, 000	-----	—300, 000



BUREAU OF EMPLOYMENT SECURITY					
Salaries and expenses:					
Direct appropriation-----	125, 600	125, 600	125, 600	-----	-----
Transfer from unemployment trust fund-----	[ 5, 832, 400]	[ 6, 174, 400]	[ 6, 093, 400]	[ + 261, 000]	[ - 81, 000]
Grants to States-----	<sup>1</sup> 292, 814, 000	329, 300, 000	305, 000, 000	+ 12, 186, 000	- 24, 300, 000
Unemployment compensation for veterans--	61, 800, 000	19, 000, 000	19, 000, 000	- 42, 800, 000	-----
Unemployment compensation for Federal employees-----	43, 400, 000	27, 800, 000	27, 800, 000	- 15, 600, 000	-----
Mexican farm labor program:					
Direct appropriation-----	2, 250, 000	1, 339, 400	<sup>2</sup> 480, 600	- 1, 769, 400	- 858, 800
Transfer from revolving fund-----	[ ----- ]	[ 910, 600]	<sup>3</sup> [ 1, 550, 000]	[ + 1, 550, 000]	[ + 639, 400]
Total, Bureau of Employment Security-----	400, 389, 600	377, 565, 000	352, 406, 200	- 47, 983, 400	- 25, 158, 800
BUREAU OF EMPLOYEES' COMPENSATION					
Salaries and expenses:					
Direct appropriation-----	2, 838, 000	2, 810, 600	2, 810, 600	- 27, 400	-----
Transfer-----	[ 47, 400]	[ 47, 400]	[ 47, 400]	[ ----- ]	[ ----- ]
Employees' compensation fund (indefinite)-	[ 57, 600, 000]	[ 57, 000, 000]	[ 57, 000, 000]	[ - 600, 000]	[ ----- ]
Total, Bureau of Employees' Compensation-----	2, 838, 000	2, 810, 600	2, 810, 600	- 27, 400	-----

<sup>1</sup> Includes \$33,000,000 contained in H. R. 10881.<sup>2</sup> For compliance activities.<sup>3</sup> For salaries and expenses.

Comparative statement of appropriations for 1958, estimates for 1959, and amounts recommended in the bill for 1959—Con.

**TITLE I—DEPARTMENT OF LABOR—Continued**

Agency and item	Appropriations, 1958	Estimates, 1959	Recommended in bill for 1959	Bill compared with—	
				1958 appropriation	1959 estimates
<b>BUREAU OF LABOR STATISTICS</b>					
Salaries and expenses-----	\$7, 200, 000	\$7, 572, 000	\$7, 332, 000	+\$132, 000	-\$240, 000
<b>WOMEN'S BUREAU</b>					
Salaries and expenses-----	462, 000	462, 000	462, 000	-----	-----
<b>WAGE AND HOUR DIVISION</b>					
Salaries and expenses-----	10, 600, 000	10, 500, 000	10, 500, 000	-100, 000	-----
Total, Department of Labor-----	430, 217, 600	408, 032, 600	382, 446, 800	-47, 770, 800	-25, 585, 800

**TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE**

<b>AMERICAN PRINTING HOUSE FOR THE BLIND</b>					
Education of the blind-----	\$328, 000	\$400, 000	\$400, 000	+\$72, 000	-----
<b>FOOD AND DRUG ADMINISTRATION</b>					
Salaries and expenses-----	9, 300, 000	9, 410, 000	9, 300, 000	-----	-\$110, 000
Certification and inspection-----	[1, 254, 500]	[1, 254, 500]	[1, 254, 500]	[-----]	[-----]
Total, Food and Drug Administra- tion-----	9, 300, 000	9, 410, 000	9, 300, 000	-----	-110, 000

FREEDMEN'S HOSPITAL					
Salaries and expenses-----	3, 000, 000	2, 975, 000	2, 975, 000	-25, 000	-----
GALLAUDET COLLEGE					
Salaries and expenses-----	730, 000	785, 000	785, 000	+ 55, 000	-----
Construction-----	1, 690, 000	123, 000	123, 000	-1, 567, 000	-----
Total, Gallaudet College-----	2, 420, 000	908, 000	908, 000	-1, 512, 000	-----
HOWARD UNIVERSITY					
Salaries and expenses-----	3, 800, 000	4, 000, 000	3, 900, 000	+100, 000	-100, 000
Plans and specifications-----	150, 000	171, 000	123, 000	-27, 000	-48, 000
Construction of buildings-----	262, 000	-----	-----	-262, 000	-----
Liquidation of contract authority-----	-----	163, 000	163, 000	+163, 000	-----
Total, Howard University-----	4, 212, 000	4, 334, 000	4, 186, 000	-26, 000	-148, 000
OFFICE OF EDUCATION					
Vocational education-----	33, 750, 081	33, 750, 081	33, 750, 081	-----	-----
Grants for library services-----	5, 000, 000	3, 000, 000	5, 000, 000	-----	+ 2, 000, 000
Colleges of agriculture and the mechanic arts-----	2, 501, 500	2, 501, 500	2, 501, 500	-----	-----
Payments to school districts-----	127, 000, 000	-----	-----	-127, 000, 000	-----
School construction-----	<sup>4</sup> 98, 650, 000	850, 000	750, 000	-97, 900, 000	-100, 000
Salaries and expenses-----	7, 000, 000	7, 950, 000	7, 800, 000	+ 800, 000	-150, 000

<sup>4</sup> Includes \$56,950,000 contained in H. R. 10881.

**TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued**

Agency and item	Appropriations, 1958	Estimates, 1959	Recommended in bill for 1959	Bill compared with—	
				1958 appropriation	1959 estimates
<b>OFFICE OF EDUCATION—continued</b>					
President's Committee on Education Beyond the High School-----	\$50, 000	-----	-----	—\$50, 000	-----
Total, Office of Education-----	273, 951, 581	\$48, 051, 581	\$49, 801, 581	—224, 150, 000	+\$1, 750, 000
<b>OFFICE OF VOCATIONAL REHABILITATION</b>					
Grants to States and other agencies-----	<sup>5</sup> 46, 500, 000	50, 600, 000	50, 600, 000	+ 4, 100, 000	-----
Training and traineeships-----	4, 400, 000	4, 800, 000	4, 800, 000	+ 400, 000	-----
Salaries and expenses-----	1, 330, 000	1, 400, 000	1, 400, 000	+ 70, 000	-----
Total, Office of Vocational Rehabilitation-----	52, 230, 000	56, 800, 000	56, 800, 000	+ 4, 570, 000	-----
<b>PUBLIC HEALTH SERVICE</b>					
Assistance to States, general-----	22, 592, 000	22, 889, 000	22, 000, 000	—592, 000	—889, 000
Grants and special studies, Alaska-----	2, 165, 000	2, 165, 000	2, 165, 000	-----	-----
Construction of mental health facilities, Alaska-----	-----	6, 500, 000	6, 500, 000	+ 6, 500, 000	-----
Control of venereal diseases-----	4, 415, 000	4, 400, 000	4, 400, 000	—15, 000	-----
Control of tuberculosis-----	7, 000, 000	5, 386, 000	5, 386, 000	—1, 614, 000	-----

Control of communicable diseases.....	7, 050, 000	6, 200, 000	6, 200, 000	- 850, 000	-----
Sanitary engineering activities.....	12, 640, 000	12, 815, 000	12, 725, 000	+ 85, 000	- 90, 000
Grants for waste treatment works construction.....	45, 000, 000	45, 000, 000	45, 000, 000	-----	-----
Grants for hospital construction.....	121, 200, 000	<sup>6</sup> 121, 200, 000	121, 200, 000	-----	-----
Salaries and expenses, hospital construction services.....	1, 450, 000	1, 320, 000	1, 300, 000	- 150, 000	- 20, 000
Hospitals and medical care.....	44, 399, 000	44, 309, 000	44, 730, 000	+ 331, 000	+ 421, 000
Foreign quarantine activities.....	3, 876, 000	3, 983, 000	3, 983, 000	+ 107, 000	-----
Indian health activities.....	40, 100, 000	40, 225, 000	40, 225, 000	+ 125, 000	-----
Construction of Indian health facilities.....	3, 130, 000	2, 374, 000	3, 124, 000	- 6, 000	+ 750, 000
National Institutes of Health:					
General research and services.....	14, 026, 000	17, 742, 000	17, 742, 000	+ 3, 716, 000	-----
National Cancer Institute.....	56, 402, 000	55, 923, 000	57, 423, 000	+ 1, 021, 000	+ 1, 500, 000
Mental health activities.....	39, 217, 000	37, 697, 000	40, 397, 000	+ 1, 180, 000	+ 2, 700, 000
National Heart Institute.....	35, 936, 000	34, 712, 000	36, 212, 000	+ 276, 000	+ 1, 500, 000
Dental health activities.....	6, 430, 000	6, 293, 000	6, 543, 000	+ 113, 000	+ 250, 000
Arthritis and metabolic disease activities.....	20, 385, 000	20, 592, 000	21, 092, 000	+ 707, 000	+ 500, 000
Allergy and infectious disease activities.....	17, 400, 000	17, 497, 000	17, 997, 000	+ 597, 000	+ 500, 000

<sup>5</sup> Includes \$1,400,000 contained in H. R. 10881.

<sup>6</sup> Includes \$46,200,000 contained in House Document No. 354.

Comparative statement of appropriations for 1958, estimates for 1959, and amounts recommended in the bill for 1959—Con.

TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

Agency and item	Appropriations, 1958	Estimates, 1959	Recommended in bill for 1959	Bill compared with—	
				1958 appropriation	1959 estimates
<b>PUBLIC HEALTH SERVICE—continued</b>					
National Institutes of Health—Continued					
Neurology and blindness activities-----	\$21, 387, 000	\$20, 727, 000	\$21, 977, 000	+\$590, 000	+\$1, 250, 000
Construction, dental research building-----			3, 700, 000	+3, 700, 000	+3, 700, 000
Grants, construction of research facilities-----	30, 000, 000	30, 000, 000	30, 000, 000		
Subtotal, NIH-----	241, 183, 000	241, 183, 000	253, 083, 000	+11, 900, 000	+11, 900, 000
Operations, National Library of Medicine--	1, 450, 000	1, 415, 000	1, 415, 000	-35, 000	
Retired pay of commissioned officers (indefinite appropriation)-----	[1, 500, 000]	[1, 600, 000]	[1, 600, 000]	[+100, 000]	[-----]
Salaries and expenses-----	5, 100, 000	5, 325, 000	5, 260, 000	+160, 000	-65, 000
Total, Public Health Service-----	562, 750, 000	566, 689, 000	578, 696, 000	+15, 946, 000	+12, 007, 000
<b>ST. ELIZABETHS HOSPITAL</b>					
Salaries and expenses-----	3, 085, 800	3, 154, 000	3, 154, 000	+68, 200	
Major repairs and preservation of buildings and grounds-----	55, 000	87, 000	87, 000	+32, 000	
Construction, continued treatment building-----		125, 000	125, 000	+125, 000	

Construction, treatment and cafeteria building-----	180, 000			-180, 000	
Total, St. Elizabeths Hospital-----	3, 320, 800	3, 366, 000	3, 366, 000	+45, 200	
SOCIAL SECURITY ADMINISTRATION					
Salaries and expenses, Bureau of OASI-----	<sup>7</sup> [138, 690, 000]	[133, 300, 000]	[133, 300, 000]	[-5, 390, 000]	[-----]
Construction, Bureau of OASI-----	[5, 710, 000]	[-----]	[-----]	[-5, 710, 000]	[-----]
Grants to States for public assistance-----	<sup>8</sup> 1, 770, 600, 000	1, 806, 400, 000	1, 806, 400, 000	+35, 800, 000	
Salaries and expenses, Bureau of Public Assistance-----	1, 900, 000	2, 040, 000	1, 980, 000	+80, 000	-60, 000
Salaries and expenses, Children's Bureau-----	2, 000, 000	2, 013, 000	2, 000, 000		-13, 000
Grants for maternal and child welfare-----	41, 500, 000	41, 500, 000	42, 500, 000	+1, 000, 000	+1, 000, 000
Salaries and expenses, White House Conference on Children and Youth-----		150, 000	150, 000	+150, 000	
Salaries and expenses, Office of the Commissioner:-----					
Appropriation-----	300, 000	314, 000	314, 000	+14, 000	
Transfer from OASI trust fund-----	[240, 000]	[246, 000]	[246, 000]	[+6, 000]	
Total, Social Security Administration-----	1, 816, 300, 000	1, 852, 417, 000	1, 853, 344, 000	+37, 044, 000	+927, 000

<sup>7</sup> Includes \$8,690,000 contained in H. R. 10881.

<sup>8</sup> Includes \$170,600,000 contained in H. R. 10881.

*Comparative statement of appropriations for 1958, estimates for 1959, and amounts recommended in the bill for 1959—Con.*

**TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued**

Agency and item	Appropriations, 1958	Estimates, 1959	Recommended in bill for 1959	Bill compared with—	
				1958 appropriation	1959 estimates
OFFICE OF THE SECRETARY					
Salaries and expenses:					
Appropriation-----	\$1, 800, 000	\$1, 819, 000	\$1, 809, 000	+ \$9, 000	—\$10, 000
Transfer from OASI trust fund-----	[260, 000]	[263, 000]	[263, 000]	[+3, 000]	[-----]
Office of Field Administration:					
Appropriation-----	2, 300, 000	2, 418, 000	2, 358, 000	+ 58, 000	—60, 000
Transfer from OASI trust fund-----	[700, 000]	[702, 000]	[702, 000]	[+2, 000]	[-----]
Office of the General Counsel:					
Appropriation-----	500, 000	505, 000	505, 000	+ 5, 000	-----
Transfers-----	[474, 000]	[475, 000]	[475, 000]	[+1, 000]	[-----]
Surplus property utilization-----	502, 000	632, 000	632, 000	+130, 000	-----
Total, Office of the Secretary-----	5, 102, 000	5, 374, 000	5, 304, 000	+202, 000	—70, 000
Total, Department of Health, Edu- cation, and Welfare-----	2, 732, 914, 381	2, 550, 724, 581	2, 565, 080, 581	—167, 833, 800	+14, 356, 000

**TITLE III—NATIONAL LABOR RELATIONS BOARD**

Salaries and expenses.....	\$9, 384, 800	\$9, 985, 000	\$9, 384, 800	-----	—\$600, 200
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## TITLE IV—NATIONAL MEDIATION BOARD

Salaries and expenses.....	\$520, 000	\$520, 000	\$520, 000	-----	-----
Arbitration and emergency boards.....	250, 000	250, 000	250, 000	-----	-----
National Railroad Adjustment Board, salaries and expenses.....	525, 000	525, 000	525, 000	-----	-----
Total, National Mediation Board.....	1, 295, 000	1, 295, 000	1, 295, 000	-----	-----

## TITLE V—RAILROAD RETIREMENT BOARD

Salaries and expenses (trust fund limitation).....	[\$8, 150, 000]	[\$8, 450, 000]	[\$8, 450, 000]	[ +\$300, 000]	[ ----- ]
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## TITLE VI—FEDERAL MEDIATION AND CONCILIATION SERVICE

Salaries and expenses.....	\$3, 550, 000	\$3, 695, 000	\$3, 650, 000	+\$100, 000	-\$45, 000
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## TITLE VII—INTERSTATE COMMISSION ON THE POTOMAC RIVER BASIN

Federal contribution.....	\$5, 000	\$5, 000	\$5, 000	-----	-----
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## TITLE VIII—UNITED STATES SOLDIERS' HOME

Maintenance and operation.....	[\$4, 750, 000]	[\$5, 178, 000]	[\$5, 256, 000]	[ +\$506, 000]	[ +\$78, 000]
Grand total, all titles of the bill.....	3, 177, 366, 781	2, 973, 737, 181	2, 961, 862, 181	—215, 504, 600	—11, 875, 000